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ABSTRACT

This study is one of the 20 planning documents developed as a result of the report, "Implementation of Continuous Planning and Coordination of Postsecondary Education Within the Michigan Department of Education." Emphasis is placed on the proper scope of educational program offerings, location of institutions with respect to major population centers and each other, and criteria for limitations and minimums for institutional size. Statistical data are presented according to institutional scope, location, and size. (MJM)

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PLANNING RELATIVE TO INSTITUTIONAL SIZE AND THE TOTAL POSTSECONDARY DELIVERY SYSTEM

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1974

FORWARD

This study is one of 20 planning documents being developed as a result of the report, "Implementation of Continuous Planning and Coordination of Postsecondary Education within the Michigan Department of Education," August, 1973.

The major issues addressed are concerns regarding the proper scope of educational program offerings, location of institutions with respect to major population centers and each other, and criteria for limitations and minimums for institutional size.

The planning component of these issues involves (1) review and approval of academic programs at the institutions following established and accepted criteria, (2) consideration of the ability of an institution to serve the needs of larger population centers when planning expansion of facilities or establishment of new campus sites, (3) coordination of program development and facilities use between community colleges and secondary area vocational education centers, and (4) review of institutional size considerations for maximum and minimum campus enrollments.

Coordination of this area will occur when the advice of the State Board of Education is agreed upon by the Executive Office and the Legislature, and the growth of the institutions in academic programs and facilities is compatible with the role and functions of the individual institutions and human needs in terms of equality of opportunity.

JOHN W. PORTER
SUPERINTENDENT OF
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PART I

INTRODUCTION

The pattern for financing of Michigan state-supported colleges and universities has been based upon full-time equivalent enrollments. Thus, in order to gain additional funds, an institution would have to expand its student enrollment, through attracting a greater proportion of students or through adding more programs of instruction.

This funding principle has placed the community colleges, private colleges, and state colleges in competition for a similar student market. It has encouraged proliferation of academic programs, often without regard for the needs of the state, or the capabilities of other institutions to provide the same services. Courses have been offered on an extension basis, often hundreds of miles from the institution's main campus, in competition with 2, 3 or even 4 other institutions.

Total student enrollments in higher education are expected to stabilize, or even decline, over the next decade. Significant shifts in student interest are occuring, away from traditional liberal arts studies into occupational programs, and away from baccalaureate institutions to community colleges.

The true impact of the energy shortage has yet to be fully evaluated, but the potential impact on commuter-type institutions could be enormous.

There is wide variety in the present size of institutions, in terms of enrollment. The state colleges vary from 1,900 students to nearly 45,000 with the average campus serving nearly 14,800 students (Fall, 1973).

Community college enrollments vary nearly as greatly, from 723 students to over 19,000, averaging over 4,600 students per campus on a headcount basis. Although the varied roles and locations of these institutions would preclude establishing any "ideal" enrollment levels, it appears that there should be some evaluation of campus size as it would affect an institution's ability to provide services to students.

In view of the significant changes which are occuring and may occur in the near future, it is considered appropriate to study the desirable size, scope, and location of public supported institutions to determine the need for more adequate planning.

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PART II

INSTITUTIONAL SCOPE

In terms of long-range facility master planning, the overall scope and role of the institutions must be taken into consideration. For instance, the facility needs of a major research university will differ considerably from the requirements of an institution offering primarily technical programs.

As to Michigan's 15 public baccalaureate institutions, the Academy for Educational Development[1] has provided the following classifications:

Table 1

MICHIGAN COLLEGES AND UNIVERSITIES BY TYPE

Leading Research Universities	2
Other Research Universities	1
Other Doctoral-Granting Universities	-
Comprehensive Colleges and Universities	6
General Baccalaureate Institutions	4
Specialized Professional Schools	-
Total	15

A further and somewhat different perspective of the institutions is gained by reviewing their role statements, which lead to assignment by categories as follows:

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1. Chronicle of Higher Education, February 19, 1974

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Table 2

INSTITUTIONAL DESIGNATIONS BY ROLE

Complex Universities	Michigan State University University of Michigan Wayne State University Western Michigan University
State Universities	Central Michigan University Eastern Michigan University Northern Michigan University Oakland University
State Colleges	Grand Valley State Colleges Lake Superior State College Saginaw Valley College Univ. of Mich. - Dearborn Univ. of Mich. - Flint
Technical Schools	Ferris State College Michigan Technological Univ.

The process of development of each state-supported public baccalaureate institution is not seen as one of evolution from a state college into a complex university with major research functions. Rather, the role and scope of operation of an institution must be determined by an assessment of the total needs of the state, and with respect to the other component units of the system.

This consideration must be taken into account in the evaluation of long-range facility master planning, so that limited public resources can be utilized in the most efficient, effective manner.

It is recommended that all requests for capital outlay funds for facilities construction or expansion be reviewed for consistency with a campus master plan which takes into account the role and scope of the institution.

PART III

INSTITUTIONAL LOCATION

The geographic locations of Michigan's 15 college and university sites are scattered through 13 of the state's 83 counties. An interesting comparison, shown in Table 3, indicates campus location with respect to total population for the 17 most populated counties in the state.

Of all counties having total population of at least 100,000 persons (1970 Census), eight provide sites for college or university campuses. Four colleges and universities are located in counties of less than 50,000 persons. Two counties of more than 400,000 population (Kent and Macomb) do not have public four-year institutions, although campuses are located in neighboring counties.

Figure 1 indicates location of the institutions with respect to metropolitan areas, shown in black.

A general conclusion which can be drawn from inspection of Table 3 and Figure 1 would indicate that a significant disparity exists between where the people are and where the colleges and universities are located. Although many metropolitan areas do not have institutions directly located in close proximity (20 miles), the northern portion of the Lower Peninsula represents the only major geographic area of the state not having a college or university campus.

There are two concerns with respect to location of baccalaureate institutions. One is the capability of the colleges to provide services for an increasing proportion of part-time, commuter students, from metropolitan areas not having a college in close proximity. The other concern

TABLE 3

MICHIGAN COUNTIES OF MORE THAN
100,000 PERSONS, AND EXISTING COLLEGE
AND UNIVERSITY LOCATIONS

County	1970 Population	College or University Site
Bay	117,339	
Berrien	163,940	
Calhoun	141,963	
Genesee	478,129	U of M - Flint Campus
Ingham	261,039	Michigan State University
Jackson	143,274	
Kalamazoo	201,550	Western Michigan University
Kent	411,044	
Macomb	626,938	
Monroe	119,172	
Muskegon	157,426	
Oakland	907,871	Oakland University
Ottawa	128,181	Grand Valley State College
Saginaw	219,755	Saginaw Valley College
St. Clair	120,175	
Washtenaw	234,103	Eastern Michigan, University of Mich.
Wayne	2,693,247	U of M - Dearborn, Wayne State
Total State	8,938,819	

Other Institutions: Isabella, 44,594 (Central Michigan), Mecosta 27,992 (Ferris State), Chippewa, 32,412 (Lake Superior State), Houghton, 34,652 (Michigan Tech), Marquette, 64,686 (Northern Michigan)

FIGURE 1
MAJOR METROPOLITAN AREAS
AND LOCATION OF PUBLIC
BACCALAUREATE INSTITUTIONS

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1. Central Mich. University
2. Eastern Mich. University
3. Ferris State College
4. Grand Valley St. Colleges
5. Lake Superior St. College
6. Mich. State University
7. Mich. Technological Univ.
8. Northern Mich. University
9. Oakland University
10. Saginaw Valley College
11. U of M - Ann Arbor
12. U of M - Dearborn
13. U of M - Flint
14. Wayne State University
15. Western Mich. University

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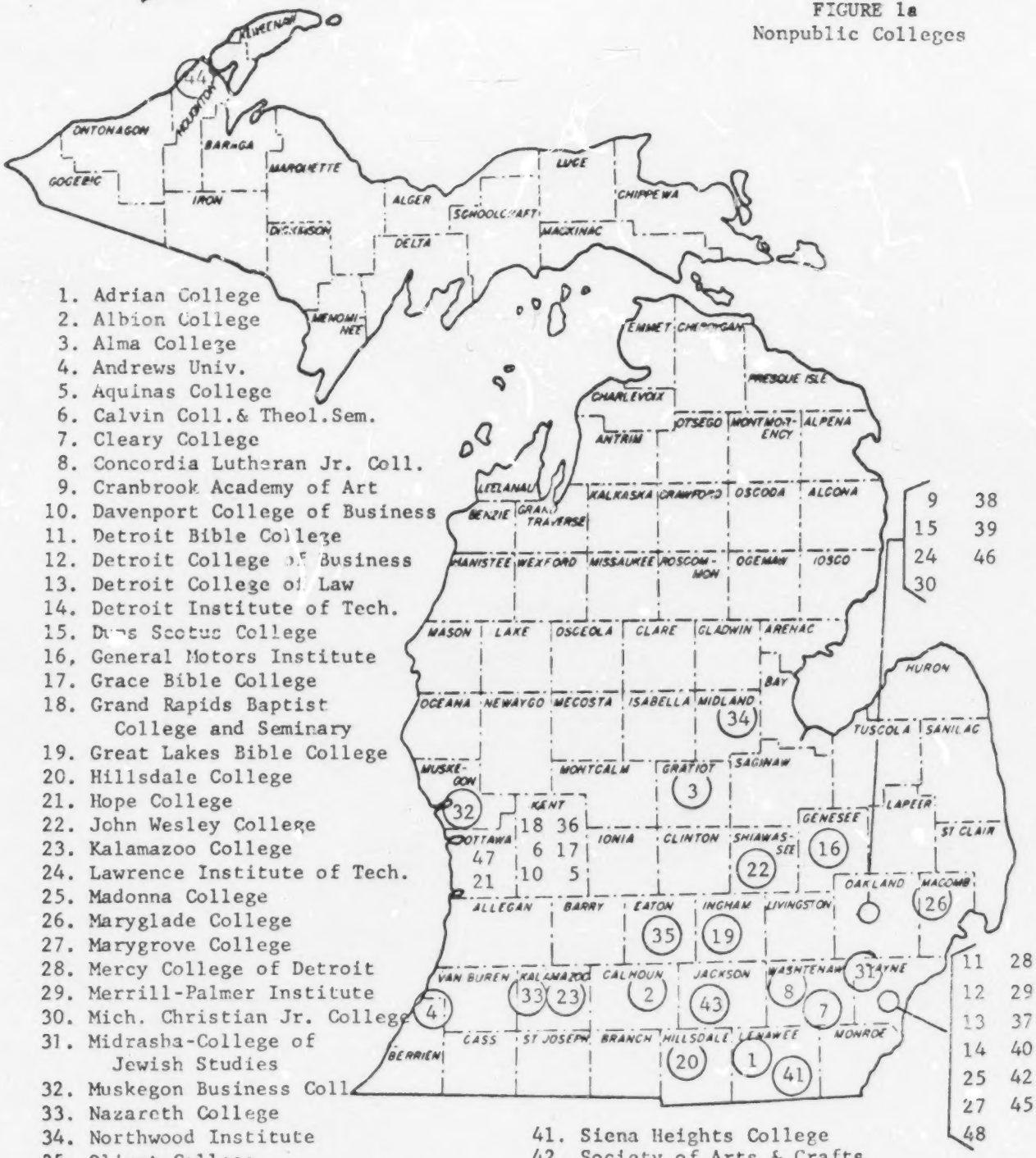
FIGURE 1a
Nonpublic Colleges



1. Adrian College
2. Albion College
3. Alma College
4. Andrews Univ.
5. Aquinas College
6. Calvin Coll.& Theol.Sem.
7. Cleary College
8. Concordia Lutheran Jr. Coll.
9. Cranbrook Academy of Art
10. Davenport College of Business
11. Detroit Bible College
12. Detroit College of Business
13. Detroit College of Law
14. Detroit Institute of Tech.
15. Duns Scotus College
16. General Motors Institute
17. Grace Bible College
18. Grand Rapids Baptist College and Seminary
19. Great Lakes Bible College
20. Hillsdale College
21. Hope College
22. John Wesley College
23. Kalamazoo College
24. Lawrence Institute of Tech.
25. Madonna College
26. Maryglade College
27. Marygrove College
28. Mercy College of Detroit
29. Merrill-Palmer Institute
30. Mich. Christian Jr. College
31. Midrasha-College of Jewish Studies
32. Muskegon Business Coll
33. Nazareth College
34. Northwood Institute
35. Olivet College
36. Reformed Bible Coll. Assoc.
37. Sacred Heart Seminary
38. St. John's Provincial Sem.
39. S.S. Cyril and Methodius Sem. and St. Mary's College
40. Shaw College at Detroit
41. Siena Heights College
42. Society of Arts & Crafts
43. Spring Arbor College
44. Suomi College
45. University of Detroit
46. Walsh College
47. Western Theological Sem.
48. Yeshivath Beth Yehudah

is the duplication of facilities at nearby or even adjacent community colleges and private college campuses, with no planning for shared utilization of classroom buildings or laboratories.

Community Colleges and Secondary Area Vocational Centers

Although the state's 29 public community colleges and 32 presently authorized secondary area vocational education centers are intended to serve different clientele, there is concern with respect to duplication of facilities and overlap of services.

Figure 2 illustrates graphically the location of the community colleges and the operational or approved sites for area vocational centers. As can be seen by inspection, many of these facilities are in very close proximity. Table 4 indicates the 18 secondary area vocational centers which are located in the same or neighboring communities as a community college campus.

Mere proximity, of course, does not indicate duplication of facilities or programs. However, there is evident need to insure close articulation between these institutions in areas of program development, and in utilization of specialized laboratory facilities.

Recommendations

1. Future development or expansion of state college or university sites must take into account the ability of campus location to serve large population centers, especially in view of projected expansion of part-time and evening enrollments.

2. Although present projections of overall college and university enrollments do not provide justification for construction of new

campus locations, any future development should be in large population areas not presently served by a public college campus.

3. The close physical proximity of a large number of community college campuses and secondary area vocational education centers provide strong evidence of the need for close articulation between the institutions on program development and utilization of facilities.

4. Consideration should be given to private and independent institutions of higher education when planning occurs related to facilities needs for postsecondary education in the state.

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FIGURE 2
PUBLIC COMMUNITY COLLEGES
AND SECONDARY AREA
VOCATIONAL CENTERS

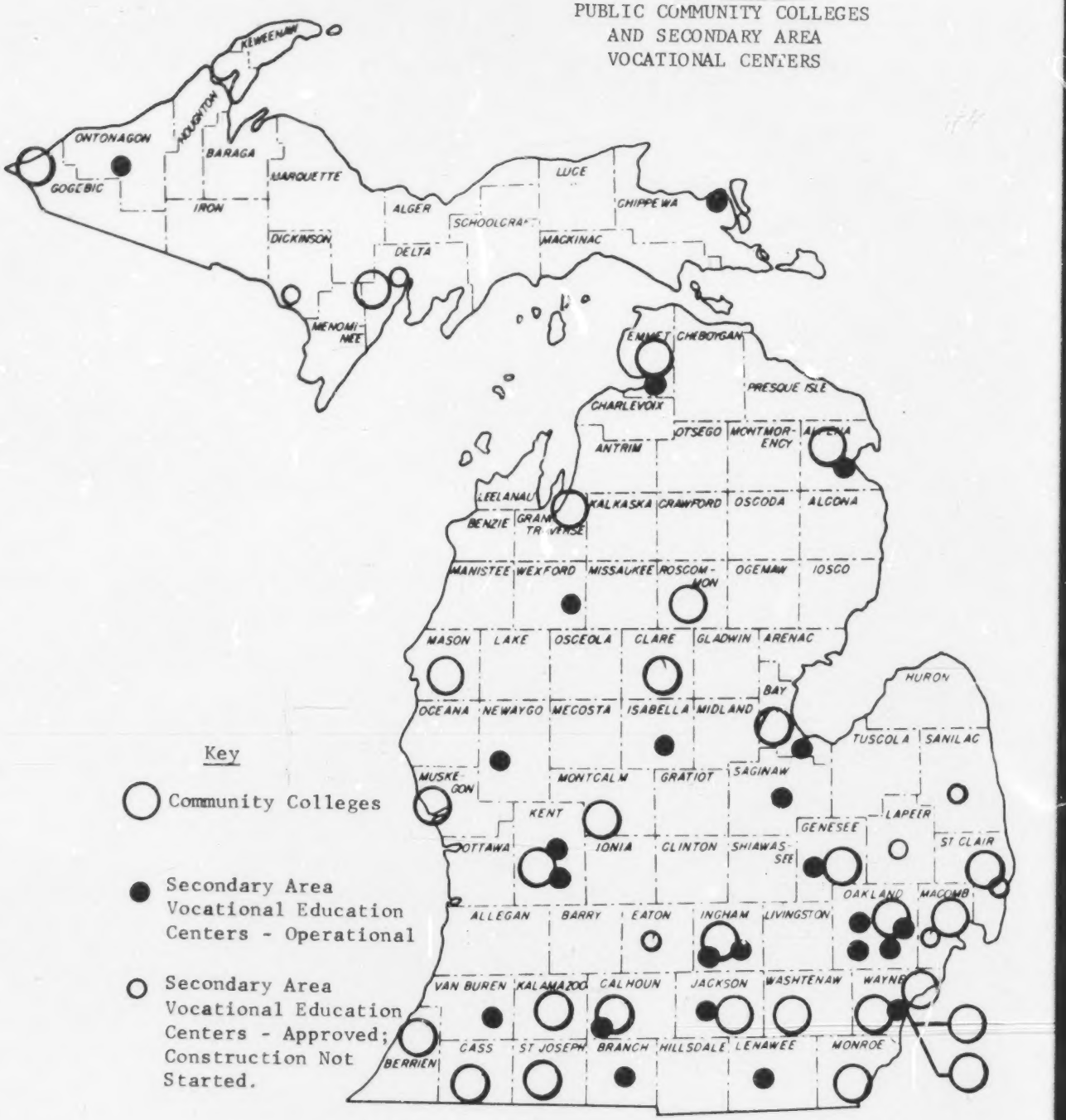

TABLE 4

SECONDARY AREA VOCATIONAL CENTERS AND
PUBLIC COMMUNITY COLLEGES IN
CLOSE PROXIMITY (15 MILES)

Area Vocational Center	Community College
Delta - Schoolcraft *	Bay de Noc
Petoskey Public Schools	North Central Michigan
Alpena Public Schools	Alpena
Bay - Arenac Skill Center	Delta
Kent Skills Center (Downtown) and (East Beltline)	Grand Rapids
Genesee Area Skill Center	C.S. Mott
Capital Area Career Center, and Lansing Public Schools	Lansing
Northwest Oakland, Northeast Oakland, Southwest Oakland and Southeast Oakland	Oakland
Detroit Public Schools	Wayne County
Jackson Intermediate *	Jackson
Calhoun Area	Kellogg
Warren Consolidated *	Macomb
St. Clair Intermediate	St. Clair

* Center not operative, 1973-74

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PART IV

INSTITUTIONAL SIZE

The issue on institutional size is the concern for the establishment of some sort of guidelines for minimum and maximum campus size, and for orderly growth in enrollments.

The State of Michigan traditionally has not imposed any limits on maximum campus size. Some consideration is given in the establishment of an institution of higher education in that the population to be served will result in sufficient enrollments to support a viable institution.

Review of standards from other states, notably California, indicates considerable attention has been given to the subject of institutional size.

TABLE 5 [1]

Type of Institution	Recommendations of the California Master Plan			Carnegie Commission "Peril Point"
	Minimum	Optimum	Maximum	
Community Colleges	400	3,500	6,000*	5,000
State Colleges				
Metropolitan Areas	5,000	10,000	20,000	10,000
Outside Metro. Areas	3,000	8,000	12,000	10,000
University of California Campuses	5,000	12,500	27,500	20,000

* Might be exceeded in densely populated metropolitan areas

1. Criteria for Selecting Campus Size, California Coordinating Council for Higher Education, October, 1973.

A study on Institutional Size and Capacity for the Board of Higher Education, State of Illinois (December, 1970) was concerned more with the rate of growth and organization or structure of the colleges than with enrollment maximums. The Illinois report, however, did support the recommendation of the Carnegie Commission of a maximum of 6,000 F.T.E. students for community college campuses. The strongest recommendation was for a maximum growth rate of not more than 1,000 F.T.E. students for any state college or university campus.

The concern for limiting growth has disappeared with the leveling off of overall enrollments. Although some institutions still have shown increased enrollment, several have actually declined over the past two to three years. This trend is expected to continue into the next 15-20 years.

The issue for institutional size, therefore becomes one of how growth should occur, not the setting of any kind of guidelines or limits for growth. Patterns of enrollment growth and distribution at public institutions are shown in the following two tables.

Part III of this report discussed the point of many of the public institutions being located apart from the major metropolitan areas. With the increasing proportion of part-time and commuting students, future growth could be most expected at institutions in or adjacent to large cities, and institutions concentrating in programs of occupational interest, primarily the community colleges.

Because of the anticipated stabilization or decline of overall student enrollment, it should be the policy of the State to encourage

TABLE 6

FISCAL-YEAR-EQUATED STUDENTS AT
PUBLIC BACCALAUREATE INSTITUTIONS IN MICHIGAN,
BY INSTITUTION 1970-71 THROUGH 1972-73

	1970-71	1971-72	1972-73
Central	14,676	14,996	14,735
Eastern	18,085	18,396	17,027
Ferris	9,551	9,645	9,537
Grand Valley	3,241	4,041	4,874
Lake Superior	1,403	1,449	1,640
Michigan State	41,253	41,124	40,349
Michigan Tech	5,313	5,426	5,491
Northern	7,723	7,761	7,414
Oakland	6,643	6,981	7,403
Saginaw Valley	1,503	1,658	1,695
U of M - Ann Arbor	36,093	35,516	36,221
U of M - Dearborn	835	1,400	1,837
U of M - Flint	1,573	1,820	2,077
Wayne	28,666	28,942	26,715
Western	22,834	21,867	20,806
Total	199,392	201,022	197,821

Source: Bureau of the Budget, State of Michigan

TABLE 7

FISCAL-YEAR-EQUATED STUDENTS AT
PUBLIC COMMUNITY AND JUNIOR COLLEGES
IN MICHIGAN, BY INSTITUTION 1970-71 THROUGH 1972-73

	1970-71	1971-72	1972-73
Alpena	821	952	1,080
Bay de Noc	675	715	652
Delta	4,438	4,606	4,638
Glen Oaks	606	539	486
Gogebic	575	566	570
Grand Rapids	4,331	4,283	4,011
Henry Ford	5,854	5,269	5,614
Highland Park	2,443	2,598	2,519
Jackson	1,986	2,141	2,268
Kalamazoo Valley	2,016	2,221	2,419
Kellogg	2,105	2,233	2,222
Kirtland	371	425	504
Lake Michigan	1,620	1,832	1,607
Lansing	4,145	4,224	4,711
Macomb	10,007	10,204	9,539
Mid-Michigan	378	416	474
Monroe	1,188	1,189	1,079
Montcalm	504	457	567
Mott	4,757	5,041	5,199
Muskegon	2,557	2,445	2,263
North Central	567	548	576
Northwestern	1,481	1,623	1,627
Oakland	9,807	9,514	8,717
St. Clair	2,058	2,018	1,943
Schoolcraft	3,649	3,705	3,725
Southwestern	816	815	834
Washtenaw	2,275	2,377	2,291
Wayne	4,874	6,027	7,261
West Shore	419	487	538
Total	77,323	79,470	79,934

Source: Bureau of the Budget, State of Michigan

enrollment growth at institutions having excess physical capacity. Thus new programs of instruction should not be considered for institutions which would require construction of new facilities for implementation, except for need for specialized or laboratory facilities.

Although there does not appear to be any overall pressing need for new campuses or institutions, if such should be considered primary emphasis should be on serving densely populated metropolitan areas not presently being served.

Particular attention should be given to community college programs and districting patterns to encourage growth of those institutions having less than 1,000 F.T.E. students.

There should be continued support for the independent colleges and universities, through the degree reimbursement programs, grants and loans for student financial assistance, and loans for capital outlay through the Higher Education Facilities Authority. Support for the private college sector will relieve pressures for additional public institutions and expansion of programs at all levels, at substantially lower cost to the taxpayer of the state.

Recommendations

1. It is not considered appropriate at this time to establish criteria or guidelines for maximum or "optimum" campus size at public institutions. Instead, orderly growth patterns should be encouraged, in order to make more efficient use of existing facilities.

2. Availability of adequate physical facilities should be added to the criteria for approval of new academic programs at public institutions.

3. The ability of a community college to support a comprehensive academic program with fewer than 1,000 F.T.E. students should be reviewed, with consideration given to district boundaries, assignment of new programs, or other means of encouraging growth.

4. The Higher Education Facilities Authority Act, providing for loans to private institutions for construction or refinancing, should be fully implemented, to assist independent colleges in supporting and expanding their programs.

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